

Message Text

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PAGE 01 BRASIL 07361 01 OF 02 071216Z
ACTION ARA-14

INFO OCT-01 ISO-00 SS-15 SP-02 SSO-00 /032 W
-----127108 071239Z /45

O R 071055Z SEP 77
FM AMEMBASSY BRASILIA
TO SECSTATE WASHDC IMMEDIATE 3609
INFO AMCONSUL RIO DE JANEIRO
AMCONSUL SAO PAULO

C O N F I D E N T I A L SECTION 1 OF 2 BRASILIA 7361

EO 11652 GDS
TAGS PFOR PINT SHUM ENRG ECON BR
SUBJECT: SPECIFIC GOALS AND OBJECTIVES FOR AMBASSADOR/BRAZIL

REF: (A) STATE 202267, (B) STATE 204300

FOLLOWING ARE PROPOSED AMBASSADOR'S OBJECTIVES BASED ON DEPARTMENT'S
DRAFT (REF B). STATE WAS PREPARED BY AMBASSADOR IN DRAFT PRIOR
TO HIS DEPARTURE FOR WASHINGTON TO ATTEND THE PANAMA CANAL
TREATIES SIGNING CEREMONIES.

BEGIN TEXT

I. OVERALL OBJECTIVE

A. MAXIMUM OBJECTIVE: RESTORE US-BRAZILIAN RELATIONS TO THE LEVEL
OF MID-1976 WHILE, AT THE SAME TIME, ACHIEVING RESOLUTION OF
OUTSTANDING ISSUES ON TERMS FAVORABLE TO US INTERESTS.

B. MINIMUM OBJECTIVE: BECAUSE OF THE ASIC INCOMPATIBILITY OF
US AND BRAZILIAN POLICIES IN THE NUCLEAR AND HUMAN RIGHTS FIELDS,
AND THE CONSEQUENT IMPOSSIBILITY OF ADVANCING US INTERESTS IN THESE
AREAS WITHOUT FURTHER EROSION OF THE RELATIONSHIP, LIMIT DAMAGE
TO US-BRAZILIAN RELATIONS TO THE MINIMUM POSSIBLE BY:
--MAKING CLEAR CONSTANTLY THAT WE SUPPORT LEGITIMATE BRAZILIAN
ASPIRATIONS AND THAT OUR POLICIES ARE NOT DESIGNED TO HAMPER BRAZIL'S
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PAGE 02 BRASIL 07361 01 OF 02 071216Z

ADVANCE.

--DEMONSTRATING OUR INTEREST IN AND READINESS TO UTILIZE FULLY
THE CONSULTATIVE PROCESS, WITH SECRETARY VANCE'S VISIT AS THE
CENTRAL FEATURE, FOR THE DISCUSSION OF GLOBAL, REGIONAL, AND
BILATERAL ISSUES.

--ASSURING THAT FRICTION-PRODUCING ISSUES WE RAISE (ESPECIALLY IN THE TRADE FIELD) ARE GENUINELY IMPORTANT AND NOT MARTINAL TO THE ADVANCEMENT OF OUR BASIC INTERESTS.

KEEPING WASHINGTON AGENCIES SEFSITIVE TO THE "BRAZIL ANGLE"
AS GLOBAL POLICIES/PROGRAMS ARE BEING DEVELOPED.

--ENERGETICALLY SEEKING COLLATERAL AREAS WHERE WE CAN COOPERATE WITH AND SUPPORT BRAZIL (E.G., NON-NUCLEAR ENERGY RESEARCH, COOPERATION IN SCIENCE AND TECHNOLOGY, CONSULTATIONS ON AGRICULTURE, COOPERATION IN THE COMMODITIES AREA).

--SEEKING WAYS TO ENCOURAGE AND PRESERVE THE LINKAGES BETWEEN US AND BRAZILIAN PUBLIC AND PRIVATE SECTOR INSTITUTIONS, BUILT UP DURING THE PERIOD OF THE BILATERAL AID PROGRAM (WITHOUT, OF COURSE, THE RESUMPTION OF A BILATERAL AID RELATIONSHIP).

--AVOIDING GRATITUOUS OR THOUGHTLESS IRRITANTS OF STYLE AND PROCEDURE

II. KEY SPECIFIC OBJECTIVES

A. NON-PROLIFERATION.

--ACHIEVE AN AGREEMENT WITH THE GOB THAT SATISFIES OUR CONCERNS AND IS AS SATISFACTORY TO BRAZIL AS POSSIBLE.

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PAGE 03 BRASIL 07361 01 OF 02 071216Z

--EMPHASIZE CONSTANTLY THAT WE ACCEPT THE LEGITIMACY OF BRAZIL'S NEED FOR POWER FROM NUCLAAR ENERGY, THAT OUR NON-PROLIFERATION CONCERNS ARE GLOBAL, AND THAT WE ARE NOT SIGNLING OUT BRAZIL.

--AVOID EVEN THE APPEARANCE OF LESS THAN EVEN-HANDED TREATMENT OF BRAZIL AND ARGENTINA.

--PRESENT PROMPTLY TO THE GOB (AND THE FRG)
THE NEW PROPOSALS NOW UNDER STUDY DESIGNED TO ACCOMMODATE OUR CONCERNS AND BRAZIL'S LEGITIMATE NEEDS AND INTERESTS.

--AS PART OF THIS, SEEK TO RESOLVE QUICKLY THE FUEL SUPPLY ISSUE FOR ANGRA I.

--ENLIST THE GOB AS A CONSTRUCTIVE PARTICIPANT IN THE INFCE PROGRAM.

--CONDUCT OUR NEGOTIATIONS WITH THE GOB (AND THE FRG) WITHOUT ANY PUBLICITY, IF POSSIBLE. IN ANY CASE, AVOID PUBLIC FORMULATIONS KNOWN TO BE PROVOCATIVE TO THE GOB.

--SEEK TO MAXIMIZE FACE-SAVING OUTS FOR THE GOB IN ANY EVENTUAL RESOLUTION OF THE NUCLEAR ISSUE.

--ONCE AN AGREEMENT WITH THE GOB IS ACHIEVED, ESTABLISH COOPERATIVE RELATIONSHIPS WITH THE GOB IN NUCLEAR R&D TO THE EXTENT OUR NATIONAL POLICIES, INCLUDING NON-PROLIFERATIONS CONCERNS, PERMIT.

--MONITOR CAREFULLY GOB INTENTIONS AND ACTIVITIES (ESPECIALLY IN THE MILITARY AREA) WHICH LOOK TOWARD THE MANUFACTURE OF NUCLEAR EXPLOSIVES.

B. HUMAN RIGHTS

--CONCENTRATE OUR EFFORTS ON THE ADVANCEMENT OF BASIC HUMAN RIGHTS (SECURITY OF THE PERSON), ENCOURAGING

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PAGE 01 BRASIL 07361 02 OF 02 071229Z
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C O N F I D E N T I A L SECTION 2 OF 2 BRASILIA 7361

THE GOB TO EXERT CLOSER CONTROL OVER ABUSES BY THE SECURITY FORCES.

-- WITH RESPECT TO BROADER POLITICAL/CIVIL LIBERTIES, CONTINUE TO SPEAK OUT ON OUR OWN VALUES, RESERVING DIRECT PRESSURES ON THE GOB FOR INSTANCES OF MAJOR ABRIDGEMENT OF THESE LIBERTIES WITH LASTING EFFECT.

--MAINTAIN CONTACT WITH THE HUMAN RIGHTS/CIVIL LIBERTIES COMMUNITY IN BRAZIL, MAKING FULL USE OF OUR CULTURAL EXCHANGE AND INTERNATIONAL VISITOR PROGRAMS TO RECOGNIZE AND ENCOURAGE THEIR EFFORTS.

--CONTINUE EFFORT TO PERSUADE BRAZIL TO PLAY A CONSTRUCTIVE ROLE IN MULTILATERAL FORA AND ACTIVITIES CONCERNED WITH HUMAN RIGHTS.

--RECOGNIZE THAT OUR HUMAN RIGHTS POLICIES WILL CONTINUE TO BE A POSITIVE FORCE IN IMPORTANT NON-GOERNMENT SECTORS BUT A NEGATIVE FORCE ON THE OFFICIAL RELATIONSHIP, AFFECTING OTHER MAJOR US INTERESTS (NON-PROLIFERATION, TRADE, INVESTMENT).

C. BILATERAL TRADE AND OTHER ECONOMIC RELATIONS

--UTILIZE FULLY EXISTING CHANNELS AND MECHANISM (SUCH AS THE SUB-GROUP ON TRADE AND CONSULATIVE CHANNELS BETWEEN TREASURY AND THE MINISTRY OF FINANCE) TO PROMOTE SUBSTANTIVE DISCUSSIONS ON THE TRADE AND FINANCIAL POLICIES OF THE TWO COUNTRIES AND TO CONTINUE EFFORTS TO RESOLVE BILATERAL TRADE PROBLEMS; EXPAND CONTACT BETWEEN
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PAGE 02 BRASIL 07361 02 OF 02 071229Z

SENIOR USG AND GOB ECONOMIC OFFICIALS.

--GIVE APPROPRIATE SUPPORT AND ENCOURAGEMENT TO PRIVATE SECTOR CONSULTATIVE INITIATIVES SUCH AS THE HIGH-LEVEL US-BRAZIL BUSINESS COUNCIL.

--SEEK TO AVOID MEASURES WHICH ADVERSELY AFFECT BRAZIL'S EXPORT GROWTH (ESPECIALLY IMPORT RESTRICTUIONS) WHILE TRYING TO PERSUADE BRAZIL TO REDUCE ITS IMPORT RESTRICTIONS.

--ACCELERATE THE DEVELOPMENT OF PROPOSALS TO CONSTRUCT A GLOBAL FRAMEWORK FOR HANDLING SUBSIDY, COUNTERVAILING DUTY PROBLEMS, ALWAYS TAKING RELEVANT POLITICAL FACTORS INTO ACCOUNT.

--CONTINUE TO REMIND THE BRAZILIAN GOVERNMENT THAT MANY BRAZILIAN TRADE RESTRICTIONS VIOLATE GATT OBLIGATIONS AND THAT THE PROCESS OF ELIMINATING THESE SHOULD BE BEGUN NOW THAT BRAZIL'S CURRENT ACCOUNT DEFICIT IS BEING BROUGHT UNDER BETTER CONTROL.

--CONTINUE TO STRESS THE IMPORTANT CONTRIBUTION THAT FOREIGN DIRECT INVESTMENT HAS MADE AND CAN CONTINUE TO MAKE TO BRAZIL'S DEVELOPMENT.

--DEVELOP CLOSER CONSULTATIVE AND WORKING RELATIONSHIPS BETWEEN USDA AND THE BRAZILIAN AGRICULTURE MINISTRY TO TAKE ADVANTAGE (CONSISTENT WITH OVERALL US AGRICULTURAL TRADE POLICIES) OF THE PARALLEL INTERESTS BETWEEN THE WORLD'S TWO LEADING EXPORTERS OF AGRICULTURAL PRODUCTS.

--MONITOR CLOSELY EVIDENCE OF DISCRIMINATORY GOB POLICIES HARMFUL TO US INVESTMENT AND TRADE INTERESTS.

D. RESPONSIBLE AND COOPERATIVE BRAZILIAN POSITIONS ON GOONAL ISSUES.
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PAGE 03 BRASIL 07361 02 OF 02 071229Z

--THROUGH THE FORMALIZED CONSULTATIVE PROCESS AND THE FULL RANGE OF HIGH LEVEL BILATERAL CONTACTS, ENCOURAGE A GREATER SENSE OF

BRAZILIAN INVOLVEMENT IN EAST-WEST POLITICAL AND SECURITY ISSUES
AND FOSTER SYMPATHY FOR US AND WESTERN OBJECTIVES AND COMPREHENSION
OF THE BRAZILIAN STAKE IN THEM.

--IN THE SAME PROCESSES, DEMONSTRATE OUR ACCEPTANCE OF BRAZIL AS
A MATURE INTERLOCUTOR WITH A SHARED STAKE IN CONSTRUCTIVE SOLUTIONS
IN AREAS SUCH AS LATIN AMERICA AND AFRICA.

--SEEK CLOSER AND MORE TIMELY CONSULTATION AND COORDINATION WITH
THE GOB IN MULTILATERAL MEETINGS, E.G., LOS, GATT, ECOSOC,
ETC., IN WHICH BRAZIL BY ITS WEIGHT AND PROFESSIONAL COMPETENCE CAN
PLAY A CONSTRUCTIVE ROLE.

--BE ALERT TO OPPORTUNITIES TO SUPPORT POSITIONS OF SPECIAL
INTEREST TO BRAZIL IN MULTILATERAL ORGANIZATIONS. CONSULT IN
ADVANCE ON BRAZIL'S DESIRES RE SPECIFIC ISSUES ON WHICH THE US
POSITION IS FLEXIBLE.

--MAKE USE OF HIGH-LEVEL ACKNOWLEDGEMENTS OR EXPRESSIONS OF
APPRECIATION FOR BRAZILIAN SUPPORT ON ISSUES IMPORTANT TO THE
US. PROVIDE AT TIMES A HIGH LEVEL EXPLANATION IN CASES WHERE
WE HAVE BEEN UNABLE TO VOTE WITH BRAZIL ON ISSUES OF CONSIDERABLE
BRAZILIAN INTEREST.

E. MILITARY RELATIONSHIP

--LIMIT TO THE DEGREE POSSIBLE FURTHER EROSION OF THE US-BRAZILIAN
MILITARY RELATIONSHIP.

--MAKE CLEAR OUR OWN READINESS TO CONTINUE AND STRENGTHEN THE
CURRENT RELATIONSHIP WITHIN THE BOUNDS OF OUR LAWS. AVOID ACTIONS
NOT REQUIRED BY LAW THAT WOULD BE INTERPRETABLE AS A DECLINE IN OUR
INTEREST IN THE RELATIONSHIP.

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PAGE 04 BRASIL 07361 02 OF 02 071229Z

--MAKE CLEAR THAT THE GOB MUST DETERMINE FOR ITSELF THE EXTENT
TO WHICH EXISTING INSTITUTIONS AND ARRANGEMENTS ARE IN BRAZIL'S
INTEREST.

--ACCEPT CALMLY AND WITHOUT RECRIMINATION ANY DECISIONS BY THE
GOB THAT WEAKEN THE RELATIONSHIP.END TEXT.
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